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NURSERY-KINDERGARTEN-PRIMARY EDUCATION IN 1924-1926

By

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SPECIALIST IN
NURSERY-KINDERGARTEN-PRIMARY EDUCATION

[Advance Sheets from the Biennial Survey of Education
in the United States, 1924-1926]



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By MARY DABNEY DAVIS

Specialist in Nursery-Kindergarten-Primary Education

CONTENTS.—Introduction—Nursery school education: Programs and staff; workers conference; education of parents a part of nursery school program.—Kindergarten-primary grades: Increase in number of kindergartens; legislation to aid kindergarten education; curriculum construction and revision; "setting" for new types of curricula; report cards; promotions of kindergarten and first-grade children; teachers' salaries; training for teachers of kindergarten-primary grades; certification for kindergarten-primary teachers; general supervision for kindergarten and primary grades; teachers' professional organizations—Summary.

Popularly and scientifically the education of young children has been rapidly becoming a foremost topic of study and discussion during the past two years.

Parents, educators, and even the man in the street are recognizing the potential abilities of young children and the need for using the rich but much neglected preschool years of a child's life as an educational asset. Nursery school workers are gaining evidence of the effect conditioned environment and scientific supervision have upon young children's mental and physical welfare. Kindergarten-primary teachers are guiding classroom activities to meet the behavior needs as well as the skills required of their pupils. They are practicing in increasing numbers the modern principles of education and are contributing to the widespread interest in character education. A closer cooperation between school and home activities and among "grades" of work is being effected for the benefit of both children and adults—the parents and the teachers. Child-welfare research stations, consultation centers, and habit clinics are offering guidance in understanding individual needs among children.

Popular magazines have featured articles on such topics as the development of desirable habits and behaviors in young children, the relation of parent behavior to that of their children, the book interests of children, and progress in developing health habits. Parenthood is becoming a real profession, and parents of young children are gathering for child-study classes all over the country to prepare for this profession. Nursery school, kindergarten, and pri-

mary teachers are realizing that they need to know far more than they now do about the emotional and physical well-being of preschool and school children, and sections of their conference and convention programs have been devoted to these subjects.

Teachers, research workers, and administrators are appreciating the essential need of interrelating all phases of education and of unifying the progressive steps in educative experiences for young children from nursery schools through the kindergarten and primary grades. Principles of education underlying these ideals of education emphasize that the development of desirable behaviors is as important an educational objective as the achievement of knowledge, that learning takes place effectively only through the combined mental and physical activity of the children, and that similar environment, similar methods of teaching, and similar objectives of education should mark the work with all ages of children, and should insure continuous, uninterrupted progress in their development.

These principles of education are being expressed in the courses of study prepared for kindergarten-primary grades as a unit; in the unified preparatory courses offered by 80 per cent of the teacher-training institutions preparing teachers for kindergarten-primary grades; in the informal organization of primary classrooms and the specific efforts of kindergarten teachers to lay foundations for the school subjects through the children's experiences; and by the supervisory units for kindergarten-primary grades in 72 per cent of the city-school systems supporting kindergartens.

The reorganization within the Bureau of Education in 1925 of its section of kindergarten education in the city schools division into a section of nursery-kindergarten-primary education has been in keeping with the general movement to unify the work for all ages of young children. Since its organization this section has served teachers and parents of young children, supervisors and superintendents of schools, research workers, editors, school architects, representatives of educational organizations, and others interested in the education of young children. It has assisted in general educational surveys, has assembled and distributed information, and is carrying out a program which includes studies and researches in matters concerned with the education of children through the eighth or ninth year.

Because this is the first report since the reorganization of this section of the Bureau of Education, data have been assembled to offer facts concerning present practices in nursery-school, kindergarten, and primary education to provide bases from which future progress may be reckoned, as well as to show the need for more

complete and accurate information in many lines of educational work with children of these younger ages.

None of the practices here reported are perfected, and neither are they as universally used as can be hoped for in the future. The types of scientific thinking which modern principles of education stimulate should, however, continue to develop a highly professional attitude among teachers during the next biennium—an attitude characterized by alertness to see and to grasp opportunities for demonstrating those principles of educational theory which recognize the interests and activities of children of all ages as the means by which they learn. Examined in this light, the education provided to-day for young children seems based on a scientific foundation determined by groups of research specialists. Their work converges in the problems of education for the early years of a child's life and is administered by teachers who are alert to the need for observing children's interests and reactions and for determining the plans of school work accordingly.

Both specific and general problems are waiting for solution. What do play materials contribute to children's education? What practical experience with infants and preschool children is needed for the student training to be a teacher or majoring in child psychology? What health habits for which the elementary schools are striving can be easily established in nursery schools and kindergartens? What shifting of standards or regrouping of children will best promote continuity in education and will materially reduce the large per cent of first-grade children retained a second year in that grade? With how many children can a teacher work effectively in nursery schools, in kindergartens, and in primary grades? What is the per pupil hour cost of education for these three groups of children? These and many similar questions are in need of study to aid teachers and administrators in providing the richest opportunity for each child's education.

NURSERY SCHOOL EDUCATION

The breadth of interest in nursery school education is evident from the many types of institutions with which the schools are connected and the several purposes for which they are organized. In each case the care and instruction of children is of primary importance, and in many cases the work with the children's parents is just as important. Intimately connected with this are the programs of research in educational methods and materials, in behavior development, in foods and clothing, in social conditions, and in physical growth. This research and the training of teachers, the preparental and the parental education programs indicate the wide field of services covered by nursery school education.

Some of the private nursery schools are organized to relieve parents occupied both within and outside the home, as well as to provide educative experiences for the children. Many of these are independent units, and others are a part of the kindergarten-primary unit in experimental schools. In some cases nursery schools are housed in social settlements, public-health centers, day hospitals, etc., and are supported chiefly by philanthropic organizations, though a nominal fee is usually paid by the parents. On certain days, in some of these schools, parents are given the opportunity to assist the directing teacher as part of the parental training work conducted by the school. Nursery schools, used as laboratories in certain colleges, universities, and teacher-training institutions, offer students opportunity to observe and study the interests, habits, and needs of young children. In some cases participation and teaching experience with children is also provided for students. Such opportunities are also offered to high-school students in the public-school system of one city as a part of the preparental training in the course of home economics. Two other city school systems are developing plans so that these high-school students may have similar opportunities and are relating this work to other courses in the student's curriculum. As yet no public-school system has assumed the entire expense of operating a nursery school. This is due to the need for legal rulings favoring the appropriation of funds for such expenditures. Cooperative projects between the public schools and private organizations are, however, now in effect in several cities, and in two or three of these the nursery school is under the general supervision of the kindergarten-primary supervisor.

Research centers in the field of nursery-school education are established in Columbia University (Teachers College), Cornell, Iowa University, Johns Hopkins, Minnesota, and Yale, and at the Merrill-Palmer School of Homemaking in Detroit. This latter school, recognized as one of the first to initiate studies in child development, accepts students from universities for short terms of research work. At Columbia, Iowa, and Minnesota the work is carried on through institutes of child welfare independent of other university departments but offering their resources to all departments interested in cooperating with their projects or in initiating individual researches. The work at Cornell is a part of the college of home economics, at Johns Hopkins it is a part of the psychological laboratory, and at Yale the research is carried on through their psychoclinic. Other research centers in the experimental stage of organization are located in Los Angeles and Oakland, Calif. Many colleges and universities are conducting research in this field of nursery education in connection with their courses in child care and training, home

economics, psychology, and education. Significant projects very much in the nature of research are connected with two eastern women's colleges. Students in the department of education at Smith College have the privilege of working in a nursery school connected with the "Institute for the coordination of Women's Interests." During the summer, Vassar College maintains a nursery school as part of the work in the department of eugenics.

Research in a new field of work helps to determine administrative policies, to outline the techniques of teaching, and to check the effectiveness of its achievements. Doctor Gesell¹ indicates the great opportunity which is open to the workers identified with the scientific exploratory work in the education of preschool children. He outlines five major fields of investigation to which he feels the nursery school can make significant contributions: *First*, the problem of individual differences, which has hitherto been largely confined to adults, adolescents, and school children; *second*, the problem of mental hygiene, of stimulation, and fatigue, for which more scientific data are needed to allay the fear that nursery school experience is too exciting for young children, and to modify the school's program to avoid unnecessary demands upon their emotional and social adaptation; *third*, to develop methods of measurement for the personal-social behavior of young children and to attempt to establish norms; *fourth*, to carry on constructive investigations in the matter of behavior problems, and to develop an effective technique of study that is already forecast by the case study or diary record methods now in use; and *fifth*, the development of methods of parental guidance, since the welfare of children is so largely conditioned by the environment determined by the parents. Aside from this program suggested by Doctor Gesell, many other studies of the physical and emotional development of young children and of the educative values of play materials could be proposed and many such studies are well underway throughout the country.²

Whereas the major number of nursery schools has been organized at the initiative of educators, there are many schools in which parents have taken the initiative and have organized the schools as cooperative neighborhood projects. There are approximately 75 or 80 schools now in operation which are listed as nursery schools. The list changes frequently because new schools are constantly being opened, others for one reason or another are closing, and still others are found to be informally organized neighborhood playgroups or day nur-

¹ Gesell, Arnold. Experimental education and the nursery school. *Jour. of Edu. Research*, 14: 81-87, Sept., 1926.

² Marston, Leslie Ray. *Directory of Research in Child Development*. Compiled for National Research Council committee on child development, National Research Council, Washington, D. C., March, 1927.

series not desiring nor meriting the name nursery school. A need has now arisen for the determination of certain minimum essentials characteristic of a nursery school. Such essentials could, of course, be exceeded, but the classifying of nursery schools by established standards would keep nursery school work upon its present high educational level. Much interest in the educational possibilities of their work is being expressed by directors of day nurseries. A cordial invitation was issued to speakers for the convention program of the National Federation of Day Nurseries to describe the educational objectives and materials, the day's program, record keeping, and the training for teachers considered essential for raising the care of children to a plane of education. Trained teachers have been added to the staffs of several day nurseries.

PROGRAMS AND STAFFS

Most of the nursery schools are in session five days a week, with a school year comparable in length with that for public schools. Two-thirds of a sampling of 35 schools plan for a day from 4 to 11 hours in length, while the other third care for the children only 2 or 3 hours a day. Some of the experienced nursery school workers feel that a full day of at least 6 or 7 hours is needed to condition adequately the habits of young children. Great importance is laid upon the observation and development of habits of eating, sleeping, and elimination which are provided by a full day in a nursery school under trained teachers.

Activities for a day's program usually begin with some form of physical examination both for the benefit of each child and for the safety of the group. Then follows play, as much as possible out of doors, with physical apparatus, toys, and educational materials; a midmorning lunch of orange juice and cod liver oil, tomato juice or milk; a rest period and some time for story telling and music. To this the full-day program adds dinner, a long afternoon nap, more outdoor play, and where necessary, supper or lunch before the parent calls for the child.

The equipment and room arrangement of a nursery school are conditioned to give the children physical exercises, experiences with toys, and materials which they learn to control and to use, and social contacts with other children of their age. The orderliness and accessibility with which the supplies and play materials are arranged are important items in developing self-reliance and independence.

Because of the need for special supervision of the children's physical and mental health, for social workers and for consultation service for parents, the staff of a nursery school usually includes special consultants as well as teachers. This is, as a rule, part-time service, but

in some cases full time is given, dividing it between the nursery school and a behavior clinic or consultation center connected with the nursery school. Such a clinic or center serves both the school child and his parents, sometimes also caring for older children in the family through studying character traits and abnormal behaviors. The following extract from a letter describes the staff of consultants recently added to the Cleveland Kindergarten-Primary Training School:

One of the interesting things in connection with this nursery-school work that the training school and the association are doing is that we now have our own behavior clinic with psychiatrist, psychologist, nutrition worker, trained nurse, psychiatric social worker, and medical examiner. This unit is considering behavior cases of the nursery kindergarten.

The greatest importance is placed upon the training of teachers. In many instances it is considered essential for a teacher to have graduated from a four-year college course in which she has received special training in the sciences and in the several types of psychology and education as well as in practice work with children in the entire unit of nursery-kindergarten-primary grades. The cooperative interest of clinical psychologists, of experts in the fields of home economics, of physical hygiene and education, can well be expected to produce a well-rounded plan of education for young children which can also guide the work with older children and with parents and teachers.

Financial assistance has been given many child-study projects, and for many "fellowships" in preschool work by the Laura Spelman Rockefeller Foundation, and cooperation in the administration of this work is bringing together specialists in the many fields of education already enumerated. For the training of teachers, at least two institutions—the department of nursery, kindergarten, and primary education of Western Reserve University, formerly the Cleveland Kindergarten-Primary Training School, and the National Kindergarten and Elementary College which is affiliated with Northwestern University—have added special training for nursery-school teachers. The Nursery Training School of Boston confines its teacher-training work to this field. Adequate certification for such teachers has already been considered by the States of Pennsylvania and Ohio, and is under consideration by California and one or two other States.

WORKERS' CONFERENCE

Problems naturally arise from conducting schools when no pattern for the techniques of teaching has been formulated. To help solve some of these problems, conferences of nursery-school workers have been held for two years independent of any other educational organization, but meeting at a time when those most interested in

such education are attending other meetings, such as the Department of Superintendence and the International Kindergarten Union. The plans for these conferences have marked a new step in making such programs; they have focused upon specific problems, and have been organized on the discussion plan with group or topic leaders. These conferences have convened for a period of two days preceded by visits to nursery schools, and they have been characterized by informality and by the frankest kinds of discussions. At the conclusion of this year's conference the group, organized most informally, was disbanded until such a time as an organization could be founded which would represent the educational interests for the whole period of young childhood. In the meantime the interests of nursery-school education were placed in the hands of a committee of 19 representing all types of institutions and "centers" actively engaged in nursery-school work. With this committee rests the responsibility of calling conferences and of representing the interests of nursery-school education throughout the country.

EDUCATION OF PARENTS A PART OF THE NURSERY-SCHOOL PROGRAM

A program of parental education must be closely correlated with the program for the education of young children. Such an intimate relationship exists between parent and child that it is practically impossible to consider the education of one without the education of the other. Records of the children's physical activities and emotional reactions kept during the nursery-school day need to be continued in the home. What the teacher does during the day is frequently determined by what the child has been doing at home. The cooperation in such record keeping informs both school and home of the children's continuous progress and by initiating the parents into the purposes and plans of nursery-school education increases their knowledge and skill in developing their own child. This initiation is carried into definite training in many schools through organized study groups and through scheduled opportunities for mothers to assist the nursery-school teacher.

This local work is well supplemented by child-study classes organized and supervised by local, State, and National organizations, for instruction in parenthood is not confined to the nursery school. Courses in child study offered by universities and colleges from their extension departments are well illustrated by the following announcements:

COURSES FOR PARENTS

The program of extension courses in child training of the School of Applied Social Sciences of Western Reserve University for the coming winter will be extended to include three courses, each to be offered in two sections to accommodate those who wish to attend in the afternoon or in the evening. Included

will be "The education of the child of preschool age," "The home education of the child from six to twelve," and "The home education of the adolescent child."—*School Topics, Cleveland, Ohio, September 23, 1926.*

YOUR CHILD YOUR OPPORTUNITY

The Institute of Child Welfare of the University of Minnesota announces a correspondence course of 10 lessons on the care and training of young children. This course is offered under the general extension division without fee. It is open to all residents of Minnesota.

The course, in simple terms and with illustrations, will take up: Physical growth, care, and diet of young children.

The management of young children with reference to the development of personality, and the establishment of correct habits of behavior.

Play: Toys, games, stories, and music for young children.

PRESCHOOL AND HOME LABORATORIES

The State University of Iowa offers to parents the benefits of extensive research in the training of young children in a group of preschool laboratories of the Iowa Child Welfare Research Station . . . The purpose in the laboratories is to give the children an opportunity to develop under the best conditions and to give a limited number of research workers an opportunity to learn through observation and experimentation the best methods for training normal and superior children.

The first State program of public instruction for parents has been initiated by California. A description of the work being started is given in the *Elementary School Journal*, as follows:

An experiment in parent education, to be conducted by the California public-school authorities, has been announced by the California superintendent of public instruction. As a beginning it is proposed to organize 8 classes, 4 in the northern part of the State and 4 in the southern. Each center will offer (1) a course for mothers of preschool children, (2) a course for fathers of adolescent boys, (3) a course for mothers of children between the ages of 6 and 12, and (4) a course for mothers of adolescent girls. The classes will meet once in two weeks. Part of the time will be devoted to lectures on child psychology, character education, and similar topics, and part to discussion of problems brought in by the parents and to the organization of simple projects in child training. In carrying out this scheme the board of education will enlist the aid of such agencies as the Smith-Hughes home-making staff, home-extension and university-extension workers, the bureau of child hygiene, and organizations dealing with delinquent children.

Particular emphasis has been given to preschool study groups by such organizations as the National Council of Parents and Teachers, the Child Study Association of America, and the American Association of University Women. Topics and outlines for study, references to publications, pamphlets on pertinent topics, and reprints of helpful articles from current magazines are furnished by these organizations as aids for study groups. Growth in interest in such study groups sponsored by the educational department of the American Association of University Women and supervised by their educational secretary is evident from the fact that in 1923 and 1924

there were 23 study-groups and in 1925-26 there were 157 groups organized in 38 States and enrolling approximately 1,500 parents.

The chapters of the Child Study Association of America have doubled within the past year. Under the supervision of this organization, four conferences on "Modern parenthood" have been held in the cities of New York, Chicago, San Francisco, and Baltimore. The project of fostering these conferences has been one of the most important steps in the progress of parental education. They have been attended by thousands of parents and teachers and addressed by experts from universities and research centers and have offered opportunities for discussion of individual problems. The conferences have stimulated the organization of an institute for the preparation of child-study group leaders and have carried a tremendous awakening of parents and of teachers to their responsibilities, to the fascinating opportunities before them, and to the cooperation which will be able to further cement the interests of home and school.

At the invitation of a group of directors of parental education projects a conference was called in the fall of 1926 of representatives from about 50 organizations and institutions interested in child study and parental education work. Discussions centered about the contents, methods, materials, and personnel needed for parental education classes. The value of the meeting was so evident that the National Council of Parental Education was organized. This council will further the work of parental education through assembling and distributing information and through assisting research in this field.

Aside from these activities, interest in parent education has been stimulated by many of the popular periodical publications. A new magazine, "Children, the Magazine for Parents," is offering popularly written articles by recognized authorities. The autumn number of *Progressive Education* for 1926 focuses attention upon the "Progressive parent." Other magazines classed as fiction and current topics have issued articles and special numbers on the education of children, on the provision of books and reading for children, and on the education of parents.

The scientific work of experts in the preschool field and the cooperation of parents and teachers for a better understanding of child life insure an education for children which should be more adequate.

SOME RECENT PUBLICATIONS IN THIS FIELD ASIDE FROM THOSE ALREADY MENTIONED

Baldwin, Bird T. Preschool psychological laboratories at the University of Iowa. *Childhood education*, 4: 232-236, January, 1927.

Description of the nature and scope of work in this laboratory.

Brugger, M. E. A nursery school program. *Childhood education*, 3: 18-21, September, 1926.

Description of a day's activities at the Gowan Nursery School, conducted by the Cleveland Kindergarten-Primary Training School.

Concerning parents. A symposium on present-day parenthood. New York, New Republic (Inc.), 1926, 279 p.

A report of the addresses given before the First Conference on Modern Parenthood held in New York City, October, 1925. The addresses deal with modern family relationships, with preschool and adolescent child problems in the home and in the community, and with the parents' outlook on life.

Ellot, Abigail. Educating the parent through the nursery school. *Childhood education*, 3: 183-188, December, 1926.

Description of methods used to secure intelligent cooperation of the mothers of Cambridge Nursery School and Ruggles Street Nursery School of Boston.

Franz, Shepherd Ivory. Psychological aspects of the preschool child. *Childhood education*, 2: 277-283, February, 1926.

An analysis of the beginnings of certain adjustments in young children's behavior essential for modern social and industrial life.

Guidance of Childhood and Youth. Readings in Child Study. Edited by Benjamin C. Gruenberg. New York, Macmillan Co., 1926. 324 p.

Source material to guide parents in meeting problems of discipline, children's fears, speech development, etc.

Hill, May. The nursery school and parental education. In National education association. Department of elementary school principals. Sixth yearbook, 1927. Washington, D. C., Department of elementary school principals, 1927. p. 145-161.

Well illustrated descriptions of certain nursery school objectives and programs with indications of their values for parents.

Hill, Patty Smith. The education of the nursery school teacher. *Childhood education*, 3: 72-80, October, 1926.

Building a curriculum for prospective nursery school teachers from diary records of individual children kept by skillful nursery school teachers, and from job analyses of nursery school teaching: Illustrated with one complete diary record of a nursery school teacher.

Johnson, Harriet M. A nursery school experiment. New York, bureau of educational experiments, 1922. Revised, 1925. 82 p. illus.

Describes a nursery school, purely American in conception, which claims educational need as its primary excuse for existence. Describes equipment and procedure, giving excerpts from daily record sheets.

Pearson, Ruth R. The behavior of the preschool child. *American journal of sociology*, 31: 800, 1926.

A summary and bibliography of the more significant literature written in English since 1919 on the behavior of young children. This literature shows that child study now focuses upon total concrete situations in the lives of real children. Agencies for child study include habit and child guidance clinics, preschool laboratories, and the nursery school. These agencies concern themselves with normal as well as with problem children.

Raymond, E. Mae. The nursery school as an integral part of education. *Teachers college record*, 27: 872-891, May, 1926.

In order to make the nursery school an integral part of education, it must be provided with a curriculum in which subject matter values are recognized. A study of nursery school education shows that it is actually laying foundations for elementary education through safeguarding of health, developing social and physical control, providing opportunity for social adaptation and for learning through observation, experimentation, and self-expression.

Woolley, Helen T. The real function of the nursery school. *Child study*, 3: 10-11, February, 1926.

Emphasizes the better understanding and closer relationship which exist between parents and children as a result of nursery school education.

KINDERGARTEN-PRIMARY EDUCATION

Progress in kindergarten-primary education may be measured in three ways: Through increase in the number of 4 and 5 year old children enrolled in kindergarten and in the actual number of kindergarten classes; through the assimilation of kindergartens into the elementary grade unit of the school system; and through the acceptance in primary-grade classrooms of methods and materials of education which combine the development of skills in the "tool" and "graphic" subjects with the development of children's social and intellectual behavior, and which provide adequate opportunities for creative expression of children's interests.

Those who are formulating principles of education to guide curriculum construction and the improvement of teaching recognize no differences in the general objectives for education at any age level. Improvement in behavior and working through pupils' interests are as essential in high-school teaching as in the kindergarten-primary grades. The fact is recognized that whereas most of the leaders in the field of kindergarten-primary education further the unification of early elementary education and accept the "behavior and pupil interest" objectives of teaching, there are many teachers who are not yet ready to demonstrate them, and many administrators who are not yet willing to let the teachers carry-out the demonstration. Kindergarten activities should contain the beginnings of all the elementary school activities. No unrelatedness nor isolation is ever productive of progress, but in merging their work with the elementary unit there should be no fear that the influence kindergartners have had in deformatizing primary classroom work, of focusing attention on children as individuals rather than as classes, will be submerged because kindergartners are outnumbered by the other "grades" in the elementary unit. Neither should primary teachers fear that, so long as they give themselves as thorough and as conscientious a preparation in understanding pupils as they have in understanding subject matter, the achievement of pupils will fall below present attainments.

Explaining to parents what the schools of to-day should do for their children helps teachers to clarify their own notions of modern educational practice and to remove the fear of displeasing patrons. Teaching, like living, is after all a matter of principles, and no fear of loss through uniting educational work for all ages of children should be entertained by kindergarten and primary teachers nor justified by administrators. The initiative for providing kindergartens and the setting for modern methods of teaching rests largely with the school administrator. With the teacher rests responsibilities for fitting programs of work to children's interests and abilities, for relating her work to that in other grades, and for building an atmosphere of growing and of happiness in the classroom.

INCREASE IN NUMBER OF KINDERGARTENS

Since complete statistical data for 1926 have not yet been received from all city school systems in the country, a sampling of 194 cities has been taken to indicate national growth in the number of kindergartens. These cities in 33 States and the District of Columbia constitute 25 per cent of all cities with more than 10,000 population and include 60 per cent of all cities having a population of 100,000 or more. This gives a representative group from which deductions may be drawn. The data from these 194 cities show that kindergarten enrollments between 1924 and 1926 increased 7.5 per cent. Enrollments in other elementary grades in these cities remained about the same. This apparent lack of increase in the elementary grade enrollment seems to be substantiated by the statistical reports received from 12 States for the year 1926, which show a drop in such enrollment of 0.7 per cent under that for the year 1924.

The data are distributed among cities of three population sizes in the following table. The largest increase in number of schools which include kindergartens is found in large cities of the first class, of 100,000 population and more. But greater increase in the number of teachers employed, in the enrollment of children, and in the average daily attendance is found in the second-class cities, populations of 30,000 to 100,000, and in third-class cities, populations of 10,000 to 30,000. These changes do not hold true for the figures of elementary schools, teachers, enrollments, and attendance.

TABLE 1.—*Schools, teachers, enrollments, and attendance in kindergartens and elementary grades of 194 cities for the years 1924-1926*

	City size	Kindergartens			Elementary grades		
		1924	1926	Per cent increase	1924	1926	Per cent increase or decrease
Number of schools.....	First class.....	2,561	3,050	19	2,964	3,186	+7.0
	Second class.....	814	924	14	975	996	+2.0
	Third class.....	531	606	14	800	826	+3.0
	Total.....	3,911	4,579	17	4,739	5,008	+5.0
Number of teachers.....	First class.....	3,808	3,962	4	52,355	52,392	+0.07
	Second class.....	916	996	9	12,107	12,076	-.3
	Third class.....	577	601	4	6,374	6,701	+5.0
	Total.....	5,301	5,559	5	70,836	71,169	+0.5
Enrollment.....	First class.....	210,458	219,031	4	2,051,621	2,043,507	-.4
	Second class.....	43,736	52,112	19	423,734	412,061	-2.0
	Third class.....	25,708	29,607	15	233,407	233,595	+0.08
	Total.....	279,896	300,750	7.5	2,708,762	2,689,163	-.7
Average daily attendance.....	First class.....	118,585	132,117	11	1,707,602	1,694,718	-.8
	Second class.....	27,164	32,476	20	355,713	349,056	-2.0
	Third class.....	16,086	18,276	14	192,173	196,783	+2.0
	Total.....	161,785	182,869	13.03	2,255,488	2,240,557	-.7

In the 194 cities mentioned above there were 17 per cent more kindergarten schools in 1926 than in 1924, 5 per cent more teachers, and, most significant of all, a 13 per cent higher average daily attendance. From these figures it can be inferred that cities which have accepted kindergartens as an integral part of their school systems continue to complete present elementary school units by adding kindergartens and to provide kindergarten rooms in their new buildings. More kindergartens than teachers have been added, and it is probable that the organization of many of these new kindergartens makes it possible for the teachers to devote to them their full time, morning and afternoon, instead of conducting kindergartens half a day and assisting throughout the school grades during the other half day. This is one explanation of the fact that there were more kindergartens established than there were teachers engaged. Another explanation for this difference is found in the fact that several school superintendents who have had a more traditional type of organization now provide two kindergarten sessions a day, placing the kindergarten teacher on the same salary basis as the other primary teachers and requiring her to teach two sessions instead of finishing her day's work at noon.

The 13 per cent increase in average daily attendance for kindergartens in these 194 cities is about twice as large as their increase in enrollment. Most of this increase occurred in large cities. This increase in attendance may be interpreted both as the patrons' appreciation of the values of kindergarten experience for their young children and as a growing realization among them that school-attendance habits must be established in the first or kindergarten grade of the elementary school unit. Among these 194 cities there were 9 which had organized kindergartens for the first time. These cities are located in eight different States—Connecticut, Indiana, Massachusetts, Michigan, Minnesota, Ohio, Pennsylvania, and Texas.

Further evidence of large increases in kindergarten enrollments is found in reports from the cities of Detroit and Los Angeles. The increase of enrollment in Detroit for the year 1925-26 over the preceding year was 15 per cent, as compared with an 8.4 per cent increase for the other elementary grades; for the year 1926-27 the increase over the preceding year was 18.31 per cent for kindergarten enrollment, as compared with 9.3 per cent for the other elementary grades, or almost twice as large an increase for kindergarten as for other elementary grade enrollments.

In Los Angeles the figures for 1924-25 show a 10.95 per cent increase in kindergarten average daily attendance over that for the preceding year, and a 3.86 per cent increase for other elementary grades. For 1925-26 there was a 16.7 per cent increase for kinder-

garten average daily attendance and 4 per cent for the other elementary grades, the increase for the kindergarten being about three times that for the other elementary grades.

During the past 10 years there has been an increase of 14 per cent in the population of the United States. A 32.5 per cent growth in enrollment of kindergartens during the same period of years indicates growth in public interest in the education of 4 and 5 year old children. The following table shows the total increase in the number of kindergartens and teachers, in enrollment and in average daily attendance between the years 1914 and 1924. It also shows that private kindergartens are fewer in number, and that there are more public kindergartens. This may be explained in part by the fact that many kindergartens organized and originally supported by philanthropic institutions have been taken over by the public-school system. Such a change from private to public control of kindergartens is normal and natural. Private funds are frequently spent to show the need for an educational movement and to demonstrate its value. Philanthropic organizations were the first to champion the kindergarten, to show the social and educational need for it, as well as to demonstrate the possible contribution it could make to general education. This type of private organization substitutes for the public school until popular opinion permits the use of public money for the support of the project. The following figures indicate that public opinion has increasingly approved of kindergarten education during the past 10 years.

Kindergarten statistics for 1914 and 1924

Year	Kindergartens		Teachers		Pupils enrolled		Average daily attendance	
	Private	Public	Private	Public	Private	Public	Private	Public
1914.....	1,571	7,204	2,139	8,430	74,725	391,143	51,684	224,978
1924.....	1,319	8,404	1,390	10,818	54,456	562,897	36,564	322,152

LEGISLATION TO AID KINDERGARTEN EDUCATION

The addition of kindergartens to a public-school system is as dependent upon popular, active interest of the citizens as it is upon legislative enactments. Neither popular interest nor legislation is self-sufficient.

Satisfactory State kindergarten legislation provides four essentials: First, it designates who shall be responsible for establishing kindergartens; second, where (in what school districts) they may be established; third, what qualifications the teacher must meet to

receive proper certification; and fourth, how the necessary financial support shall be obtained.

Effective popular interest in kindergarten education may be aroused by presenting to the people of a community the advantages offered young children by attending kindergartens and by crystalizing this interest in a conviction that kindergartens are an integral part of the school system and that the financial support for them should be derived from the general school funds just as it is for any other grade of the school system.

Arousing popular interest in kindergarten education has been underway in a number of States during the past two years. In some States this activity has been a matter of local interest to make use of existing legislation, and in other States there have been general state-wide programs to create a demand for kindergartens and to secure proper legislation which favors establishing them. Organizations lending their support to these programs include local civic welfare clubs, and the International Kindergarten Union, the National Kindergarten Association, and branch organizations of the National Congress of Parents and Teachers, the General Federation of Women's Clubs, the Federation of Labor, the American Legion. The State of Iowa has recently passed a mandatory-on-petition law to aid the establishing of kindergartens. Other than this no new kindergarten legislation, so far as we know, has been passed, and the information in United States Bulletin, 1925, No. 7, "Kindergarten legislation," is still current.

CURRICULUM CONSTRUCTION AND REVISION

The work with curricula for kindergarten-primary grades has recently been attacked more for the purpose of promoting the maximum of children's growth than for providing a disciplinary training. This attack takes into account the changes in modern social and industrial life and capitalizes the changing of children's behavior. Effective ways by which children may learn, and desirable changes in their thinking and in their modes of behavior, have become of primary importance in planning curricula in many school systems. Their influence is being felt in school systems still working from the subject matter and disciplinary point of view. These changes are in keeping with the general shift in emphasis from subject matter development to child development, and have also been anticipated by the record-keeping movement in kindergarten education and the experimental work being carried on in certain public and private school centers. These records are of two types: The personal and social history records, which help in understanding individual children and in caring for their physical and emotional welfare; and the

response or activity records which indicate the materials children like best to use, what they do with them and how they handle them, how they get along with other children, their muscular coordination, and the information and skills which develop.

Experimentation and objective measurements determining values of methods and materials of instruction have offered another objective basis for curriculum making.

Two outstanding effects of these fundamental changes in principle are found in the continuity of educational experiences planned from grade to grade, and in the integration of subjects about "activities." Among the courses of study emphasizing the continuity of work in kindergarten-primary and kindergarten-elementary grades which have been recently issued are those from Baltimore, Md., Elizabeth, N. J., Hutchinson, Kans., Louisville (Ky.) Normal School, Los Angeles and San Francisco, Calif. This idea of continuity has been greatly helped by such studies as the determination of six prerequisites to beginning reading given in the twenty-fourth yearbook of the National Society for the Study of Education, Part I, pages 26 to 30, and the Monograph Number 1, Improvement in the Teaching of Reading, issued in 1926 by the bureau of publications, department of education, city of Baltimore. Integration of subject matter is effected through planning units of work or "activities." The almost universal expression of opinion favoring unification and integration of subject matter in the three primary grades is found on pages 325 and 326 of the fourth yearbook of the department of superintendence. The integration of work in kindergartens not mentioned in this discussion is evidently taken for granted. Integration "rejects the traditional subject matter as such, and substitutes activities and materials, both new and old, which fulfill certain social objectives determined upon as the criteria for selection of content." These objectives have been stated above.

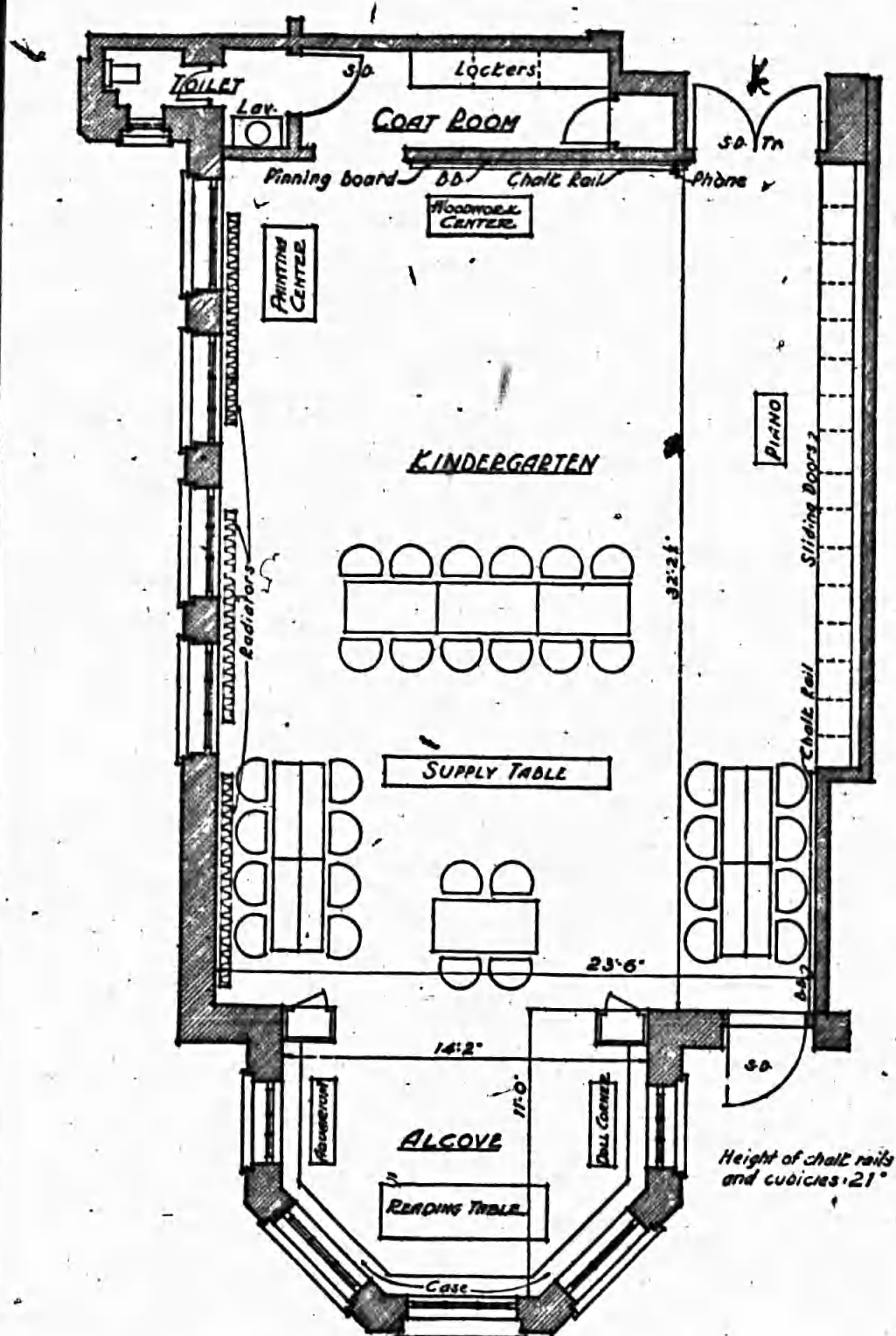
Curriculum emphasis upon development of behaviors in children has been supported by increased interest in character education and in encouraging creative expression among the children. Among recent publications in the field of character education is one from the Oakland (Calif.) public schools, Building Character Through Activities in the Elementary Schools, in which teachers of kindergartens and the first six grades present devices and projects in developing elements of good citizenship. The public-school system of Newark, N. J., has issued mimeographed outlines for each grade, Character Training for Kindergarten and Elementary Grades, which guide teachers in developing such character traits as industry, workmanship, courtesy, duty and service, loyalty, courage, self-reliance, sportsmanship, and self-control. The faculty of the Moorhead State

Teachers College in Minnesota, in their bulletin, *Education for Desirable Attitudes in Conduct*, have made inventories of desirable traits of character and have described certain units of work for each grade through which these traits are exercised. The report of the committee on character education of the National Education Association has been published by the Bureau of Education as Bulletin, 1926, No. 7. A large amount of other material on character education is now being issued in courses of study, house organs of public-school systems, journals of State teachers associations, and through professional organizations.

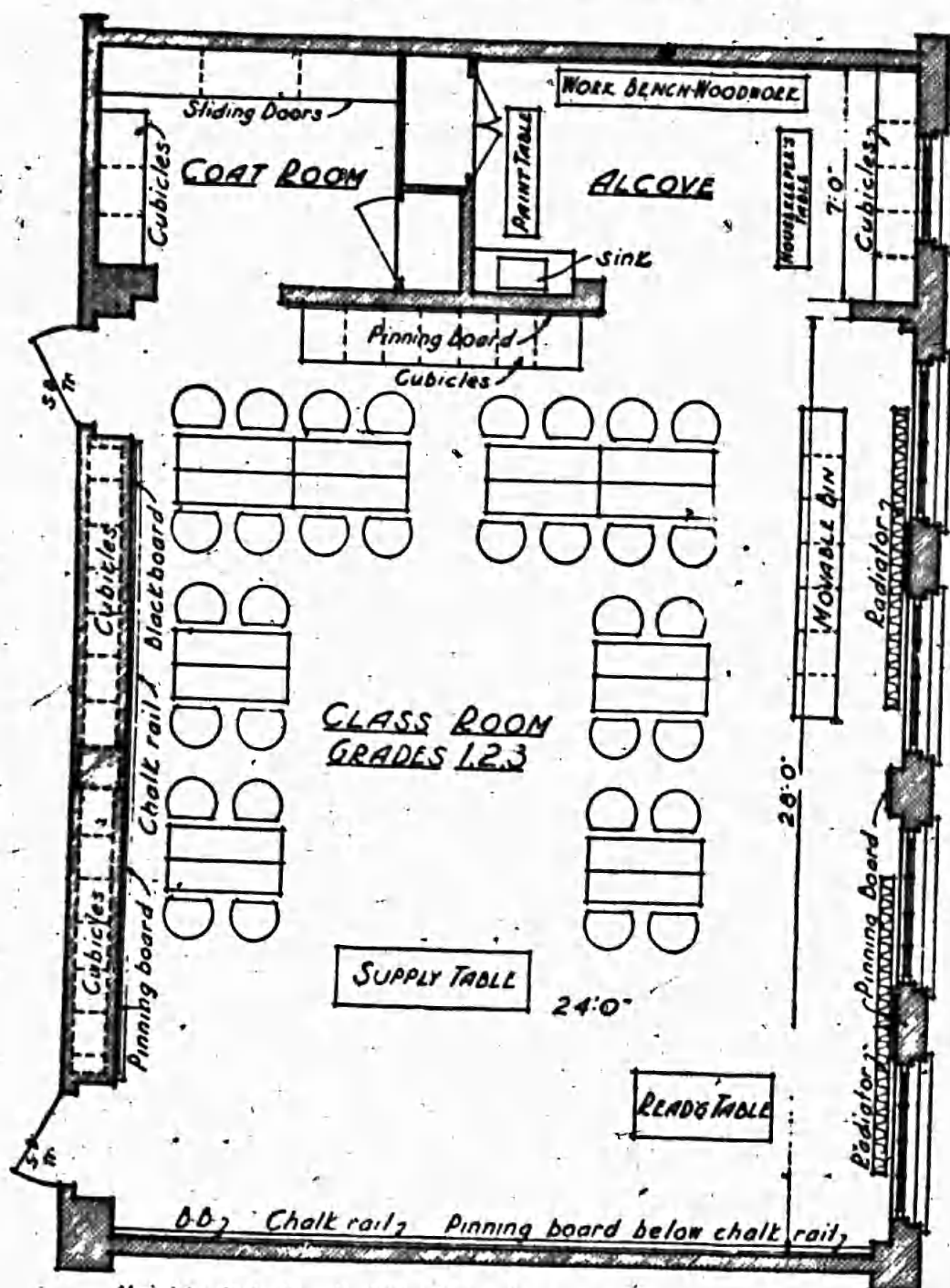
Aside from the emphasis upon creative activities given in many current courses of study, special contributions have been made. Two pamphlets have been issued by the Milwaukee State Normal School, *Creative Activities in First Grade*, and another for the second grade, which record experiences in arousing children's spontaneous interests and in using them for creative work in music, poetry, prose, dramatization and block building. "Creative effort" is the subject for volume 8, of the 1925 number of the Francis W. Parker School Studies in Education. In this book, creative effort is surveyed in writing, music, eurythmics, fine and industrial arts, which, as Miss Cooke says in the introduction, "uncovers and stresses the fact that children of all ages, from the youngest ones through the high school, will, when given opportunity, pour forth spontaneously and joyously their imaginings, ideas, and emotions." Progressive Education has devoted three numbers of its magazine to well-illustrated discussions of "Creative expression through art," "Creative expression through music," and "The environment for creative education." One other outstanding contribution, suggestive of many magazines made by school children though usually less formally produced, is the children's Primary School Book of the Ethical Culture School in New York. Stenographic reports of the children's conversations in planning a kindergarten project and discussing experiences in the second grade are given, as well as reproductions of poems and compositions created by the children in the first three grades.

"SETTING" FOR NEW TYPES OF CURRICULA

"Units of interest" in courses of study require "units of interest" in classroom arrangement, and "activities" in the course of study require apparatus and equipment in the classroom. Both are possible in any classroom, and the expenditure of money may be very little with home construction or it may be more by purchasing custom-made apparatus. The National Council of Primary Education Bulletin No. 4, April, 1927, offers "What factors further creative



A KINDERGARTEN
 SAN FRANCISCO PUBLIC SCHOOLS
 JOHN REID JR. ARCHITECT
 JUNE 1ST 1925



Height of chalk rails 21' to 26'. Height of cubicles varies with height of chalk rails in classroom. Blackboards are installed on one side and one end of room. Pinning boards are installed at blackboard space at other side and end of room, on walls of alcoves, above side blackboards, and below blackboards where there are no cubicles.

A PRIMARY CLASS ROOM SAN FRANCISCO PUBLIC SCHOOLS

JOHN REID JR. ARCHITECT
JUNE 1ST 1925

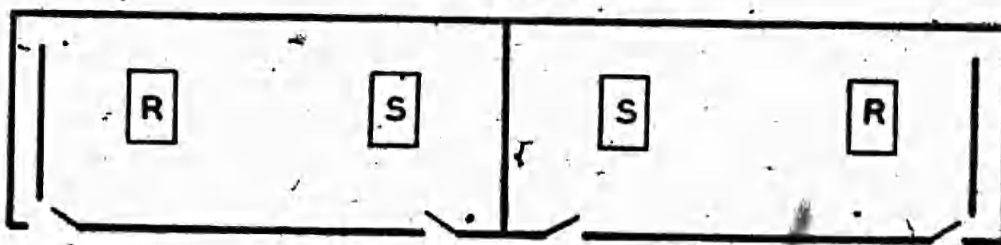
development in public school organization" and "What factors hinder creative development in public school organization," describing certain possibilities in equipment and programs for creative work in kindergarten-primary grades and reproducing the discussion following the program of the kindergarten-primary department of the National Education Association in Philadelphia, 1926. In the May number, 1927, of the Journal of the Des Moines Teachers' Federation is given the following description of kindergarten equipment:

Each school has the teeter which may be converted into a slide; the turning pole fastened in the doorway, for corrective exercises for growing bodies; musical instruments, either piano or victrola; the feeding tray for winter birds; big blocks which furnish material for making houses big enough to enter; the carpenter's bench where strange and wonderful things are made, delighting the hearts of the makers—all these things contribute to the happiness and well-being of the children who attend the kindergarten of to-day.

The public schools of San Francisco issued a bulletin in April, 1927, Furnishing the Setting for an Activity Program in Kindergarten and Primary Grades. The school environment, floor plans, equipment, and supplies are pictured, described, and listed. Floor plans for kindergarten and primary rooms are here reproduced with the permission of Mr. Joseph M. Gwinn, superintendent of schools.

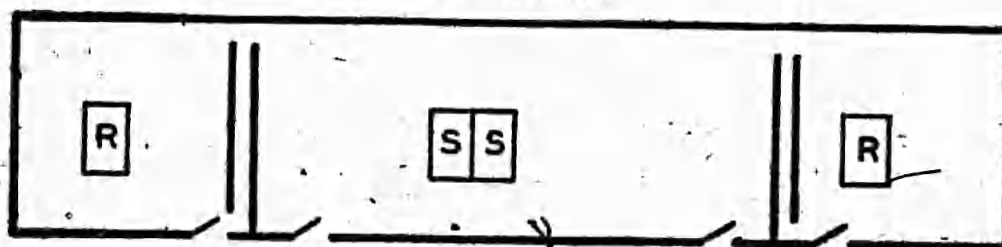
One other classroom unit plan that is proving of value in encouraging creative work among children is in use in Highland Park, Mich., and in Long Beach, Calif. This plan requires three teachers for the unit of two classrooms.

TRADITIONAL PLAN



UNIT PLAN

[Same floor area]



R

Reclining

S

Studying

LONG BEACH (CALIF.) CITY SCHOOLS

REPORT CARDS

Whereas the proportion of report cards which emphasize children's behavior is not large compared with the great number in use throughout the country, there is, however, a noticeable interest in rating children on these traits of conduct. Notable contributions have been made by the Lyndale School of Minneapolis, and by the Moraine Park School of Dayton, Ohio. The children and teachers in the Lyndale elementary school defined some 10 or 14 character traits which are mimeographed and bound in little books for daily guidance. This gives the pupils and the teacher a common basis for judgment of behavior and for explaining to parents the ratings on the report card. The Moraine Park School ranks the rating of school subjects as secondary in importance to the behavior rating. They go a step further than is possible in many public schools, though it may offer a possible suggestion by closing school the afternoons of the week following the issuing of report cards and holding conferences between parents and teachers, thus building up a close cooperation to help further the child's achievements and abilities.

Okmulgee, Okla., rates "studies" and "traits" in its pupil report card and the traits include: Regularity in attendance, persistency in effort, control and strength of attention, readiness to accept responsibility, cooperation and trustworthiness in group activities, respect for authority, and respect for rights of others. The Kent State Normal College (Ohio) arranged its report card for "quarters" of the school year, telling for each quarter the studies or work which the child finds difficult, his improvement in meeting this difficulty, and suggesting the work he should do to increase his skill. The kindergarten report card for Oklahoma City rates as "Well developed," as "improved," and as "needing development" an array of health habits, half of which the parent is asked to rate, and skills in taking responsibility, in self-control, in courtesy, and in cooperation. Such report cards can well be a tool both for stimulating child study among teachers and for informing patrons of the newer emphases in education.

PROMOTIONS OF KINDERGARTEN AND OF FIRST-GRADE PUPILS

Inadequacy of data makes it difficult to determine "real" retentions in kindergarten and first grades. Practically no records of retention in kindergarten for a second year are kept, though many school systems provide a series of second-year activities for kindergarten children. In very few first grades are any causes recorded for the dropping of children's names from the register during the year, and these names help to swell the number of "nonpromoted"

children, with the implication that they have "failed." If accurate figures were available for the enrollments and promotions of kindergarten pupils by years, in case a two-year kindergarten course is provided, and by half years if the school promotes in midyear, it would be possible to relate them to similar figures given for the grades. If the reasons were recorded for dropping children's names from first-grade registers, it would be a great help in explaining approximately 10 per cent of the first-grade "failure" figures. An accurate study of these records for kindergarten and first grade would doubtless give a big stimulus to the work of clearly defining goals and achievements as well as standards for promotions for these grades. Such a permanent record card as that recently introduced in the Baltimore, Md., public-school system² will be of the greatest assistance in such analyses. This card follows a child from kindergarten through the first grade, and then becomes the first card in his cumulative history in the Baltimore packet.

Of 100 annual reports from the superintendents of city school systems which were examined, only 5 contained any information about kindergarten enrollments or promotions. If superintendents of schools could include the following data in their statistical analyses, it would help studies of promotion and retention in the lower grades.

1. Kindergarten enrollment and attendance divided by years if a second-year kindergarten curriculum is provided, or with an A and a B group if the kindergarten is organized like other grades.
2. Promotions from kindergartens to first grade or from low to high kindergarten groups within the one or the two year curriculums provided.
3. Tabulations of these figures with those given for the other elementary grades and related to the total populations of each age of child.

The largest enrollments and the smallest percentages of promotions are to be found in the first grades of the elementary schools. The figure most commonly used when speaking of first-grade failures is 26 per cent. To verify for 1925 or to alter this figure, 100 annual reports of superintendents of schools from all sizes of cities and from all parts of the country were examined. Only 21 of these reports gave figures for both enrollments and promotions, and few attempted any analysis or explanation of the retentions or withdrawals. Educationally and financially the matter of first-grade retentions is a major problem. The effect of "failure" and of "being kept back" upon a child's enthusiasms for school or upon his self-respect is, in the average case, unquestionably detrimental.

² See *School Life* for April, 1927.

The cost of repetitions to the public is great, given for the elementary schools in the State of Oregon as an annual per pupil cost of \$94.07, or \$61.93 for current expenses and \$32.14 for capital outlay.

The futility of many retentions is well given in Doctor McAndrews's 1926 report for the Chicago schools. Retentions, he says, are determined on the theory that a pupil has failed to reach a designated passing mark. This "mark" varies in meaning, and there is no logical basis for a 60, 70, or 80 passing mark. Doctor McAndrews's report gives evidence of the ineffectiveness of most repetitions by reference to findings from a study made in Springfield and Decatur, Ill.⁴

In these cities, 1,276 children rated as unsatisfactory were given a six weeks' trial in the next grade, and 75 per cent attained satisfactory marks, remained in higher grades, and were promoted the next semester. Of the original number failing, 86 per cent sustained themselves in the next grade upon trial promotion.

The benevolent reason of withholding promotion to enable children to do better work does not seem justified when it is seen from Doctor McKinney's study that, of the number of children retained in a certain school, 53 per cent did no better work and 12 per cent did poorer work, and Doctor Buckingham concludes that only about one-third of the pupils who repeat a grade do better work than they did the first time. "Why, then," Doctor McAndrews asks, "should we charge the taxpayers for reteaching 62 per cent of the pupils marked poor when retention does them no good?" In the matter of first-grade retentions, certain accessory causes pointed out by Miss Collamore⁵ include immaturity, physical handicaps, transiency, and absence. Nationality and language usage should be added here. At least the first two causes and the language difficulty could well be remedied in the kindergarten and first-grade school work. Discovered by physical and mental examinations, administrative regulations can control the assigning of retarded children to the kindergarten or first grade, where they will benefit the most educationally. In the city of Murray, Utah, where kindergartens are not a part of the elementary schools, the children who will take more than one year to complete first-grade work, as judged by tests and the teacher's judgment, are placed in a first-grade room for which a two-year curriculum is definitely planned. Their repetition of this grade is not counted as a failure. The question might then be asked, "Why not, then, establish a kindergarten?"

⁴ An experiment in promotion. *Journal of Educational Research*, May, 1921. Pp. 325-385.

⁵ Accessory causes of first-grade retardation. *Elementary School Journal*, June, 1924. Pp. 766-772.

Though there seem to be practically no data concerning kindergarten and primary grade promotions, it may be of interest to see several groups of figures assembled from various sources:

TABLE 2.—Per cent of promotions in several primary-grade situations

Source of data	Per cents of promotions at the end of the last semester			
	Kindergarten	First grade	Second grade	Third grade
City school circular No. 2, 1921—study of promotions of 100,000 elementary-school children in 38 small cities				
Utah Survey, Bureau of Education, 1926, No. 18—cities in Utah		84.6	91.2	92.3
Medians taken from annual reports of superintendents in 21 cities representing all sizes and all parts of the country		85.7	94.3	96.8
Stamford Survey, Public School System, Stamford, Conn., 1922-23— an average of promotions for A and B grade divisions, taken from Chart 8	94	82	90	93
Watertown Survey, Public School System, Watertown, N. Y., 1924-25— an average of promotions for A and B grade divisions, taken from Table 43	75	80	85	89.6
	95.9	83.1	90.7	93

None of these figures include the number of pupils who withdrew from the grades during the term.

The figures as a whole, however, seem to reduce the commonly used figure of a 26 per cent first-grade retention, though the number of withdrawals might easily increase the median 17 per cent of retention of the figures given above.

A few years ago the only standards for grade promotion were chronological age and achievement in school subjects. To-day progress in social behavior has become a major objective and is being considered as essential for promotion among the grades.

Though standards for kindergarten promotion are still in a state of flux, and in many instances those that have been determined apply also to the first grade, they may be said to include health—normal weight with physical defects well on their way toward correction; muscular coordination in skipping, running, etc., and in managing tools and materials; English—a sufficient command of the English language to participate intelligently in school activities, to describe experiences and to retell stories, a clear-cut diction, and a genuine desire to read; a mental age of 6 years; emotional control—the correction of fears and timidity so far as possible; and the development of ease and freedom when working in a social group; social control—an ability to assume responsibilities, to follow and to give directions.

Certain challenges are given to kindergarten teachers from the findings of a Detroit^a study.

Kindergarten attendance results, on the average, in a significant increase in the rate of progress through the grades. However, it seems that this rate of

^aThe effect of kindergarten attendance upon progress and quality of work in the grades. Research Bul. No. 10, Nov., 1925. Detroit Bd. of Edu., Detroit, Mich.

progress is not affected by the length of time children remain in kindergarten, and kindergarten work seems to be better adapted to children of average mentality than to those of inferior or superior mentality * * *; to younger children than to older children * * *; to children with better home conditions than it is to those with poorer home conditions * * *; to children who have higher degrees of control over English than it is to those who have lesser degrees of control.

Many of these assertions, based on scientific evidence, are opposite to what many teachers believe to be the case. This is particularly true in the last two statements. All the findings should stimulate thoughtful consideration.

The whole matter of kindergarten and first-grade promotions and retentions would be materially helped if studies were made of the effect upon first-grade promotions of—

1. Entrance age to first grade.
2. Special emphasis in kindergarten and the first weeks of first-grade work upon the six prerequisites to learning to read.
3. Changing teachers at the mid-year promotion time.
4. Studies of children in several ability groups to show their interests, weaknesses, successes in social adaptation, and speed of learning.
5. Effects upon different ability groups of children of different methods and materials of instruction.

The findings from such studies would greatly assist in determining adequate standards of achievement and behavior for entrance to as well as promotion from the first grade. They might also help to eliminate any tendency to add reading requirements to the kindergarten work as a means of reducing first-grade retentions. No good can be anticipated from requiring of younger children work that older ones are unable to do. Much help will doubtless be gained when two studies, now nearing completion, are available, one by Mary M. Reed, of Teachers College, Columbia University, and the other by Mary G. Waite, of the University of Cincinnati.

TEACHERS' SALARIES

Salaries for teachers of kindergartens and elementary grades seem to be on about the same level, though, as cities diminish in size the salaries paid to the kindergartners seem to be larger than those paid the elementary teachers.¹ This may be interpreted to mean that a special training and preparation has been taken for the work and merits a larger salary. Salaries for junior and senior high school teachers are consistently higher in all sizes of cities than those for

¹ "Salaries in city school systems, 1926-27." Nat. Edu. Assoc., Washington, D. C. Research Bul., Vol. V, No. 2, March, 1927.

grade teachers. Though this may be due to a more highly specialized preparation, it is well to consider the present tendency to train on the collegiate level teachers for nursery schools, kindergartens, and other elementary grades. This would seem to warrant equal recognition with similar training for any other field of teaching service.

TABLE 3.—Salaries for kindergarten, elementary grade, junior and senior high school teachers

Cities		Salaries for teachers of—			
		Kinder-gartens	Ele-men-tary grades	Junior high-school	Senior high-school
59 cities of 100,000 population or more.....	Minimum.....	\$1,233	\$1,233	\$1,450	\$1,436
	Median.....	2,012	2,008	2,213	2,583
	Maximum.....	2,215	2,095	2,617	2,809
147 cities of 30,000 to 100,000 population.....	Minimum.....	1,100	1,067	1,263	1,438
	Median.....	1,522	1,565	1,804	2,060
	Maximum.....	1,882	1,841	2,229	2,462
298 cities of 10,000 to 30,000 population.....	Minimum.....	1,095	1,046	1,184	1,319
	Median.....	1,417	1,351	1,575	1,806
	Maximum.....	1,666	1,588	1,842	2,138
374 cities of 5,000 to 10,000 population.....	Minimum.....	1,147	1,055	1,179	1,316
	Median.....	1,341	1,281	1,440	1,671
	Maximum.....	1,597	1,502	1,625	2,012
557 cities of 2,500 to 5,000 population.....	Minimum.....	1,132	1,016	1,173	1,297
	Median.....	1,326	1,176	1,346	1,550
	Maximum.....	1,614	1,432	1,610	1,876

Treating the median salaries of all cities as one typical teachers' salary, combining the kindergarten and elementary-grade salaries, the following comparison of salaries for grade and high school teachers may be made:

Kindergarten-elementary teachers

\$1,503

Range, \$1,016-\$2,215

Junior high school teachers

\$1,676

Range, \$1,173-\$2,617

Senior high school teachers

\$1,934

Range, \$1,297-\$2,809

SALARIES PAID TEACHERS IN CITY SCHOOL SYSTEMS, 1926-27

Considering current discussions of size of classes for teachers in the several divisions of a school system, it may be well to see how salaries range when based on the pupil in average daily attendance. Here again the salaries of high-school teachers are consistently higher than those for grade teachers, indicating that kindergarten and grade teachers carry larger classes of children.

TABLE 4.—*Cost per pupil in average daily attendance for salaries of teachers in kindergartens, in elementary, junior and senior high schools, 1923-24*¹

[Data from 30 cities representing all sections of the country and three population groups]

Cities	Kindergarten		Other elementary grades	
	Median	Range	Median	Range
Of 100,000 population or more.....	\$56.72	\$30.90-\$82.00	\$59.20	\$25.88-\$67.21
Of 30,000 to 100,000.....	46.08	24.05-60.10	46.94	36.04-66.03
Of 10,000 to 30,000.....	48.61	16.71-68.13	40.03	23.95-93.88

Cities	Junior high school		Senior high school	
	Median	Range	Median	Range
Of 100,000 population or more.....	\$96.05	\$58.59-\$117.34	\$108.43	\$72.44-\$155.88
Of 30,000 to 100,000.....	73.21	28.17-103.42	99.81	59.77-118.13
Of 10,000 to 30,000.....	57.62	36.09-129.93	86.87	51.20-158.39

¹ Data from Bu. of Educ. Bul., 1925, No. 41.

Two studies have contributed information in the matter of teacher load. One made by the superintendent and kindergarten-primary supervisor of San Francisco was based on replies from 45 superintendents of city school systems to the question, How do you handle the situation in kindergartens in which the enrollment exceeds 50? In answer to this all superintendents said they provided two daily sessions, one in the morning and one in the afternoon. With maximum enrollments, from 20 to 50 children, the same teacher carries both sessions; smaller enrollments are made for the afternoon session than for the morning session. In cities where the maximum enrollment ranges from 35 to 65 pupils, two or more full-time teachers are engaged to cooperate in the work for both daily sessions.

The other study, made by Dr. Frank M. Phillips,* chief of the statistical division of the Bureau of Education, shows the pupil hour load per week for teachers in kindergartens and elementary grades of 117 cities. In this study the kindergarten-primary teachers seem to carry smaller loads than do the upper-grade teachers.

* Copies of Preliminary Report on Teacher Load are available upon application to the Bureau of Education.

TABLE 5.—*Pupil load of teachers in kindergarten and elementary grades in 117 cities*

Grade	Pupil hours per week	Hours of work per day, exclusive of noon hour	Average number of pupils per teacher
Kindergarten.....	555.7	6.41	28.7
First grade.....	741.9	7.09	32.7
Second grade.....	788.0	7.49	33.2
Third grade.....	847.0	7.58	33.3
Sixth grade.....	869.6	8.28	33.4
Eighth grade.....	762.6	8.17	29.2

SOME RECENT PUBLICATIONS IN THIS FIELD NOT PREVIOUSLY MENTIONED

- Blanton, Smiley and Blanton, Margaret Gray. Child guidance. New York, Century co., 1927. 301 p.
- Bobbitt, Franklin. Curriculum investigations. Chicago, Ill., University of Chicago, 1926. 204 p.
- Buckingham, Burdette Ross. Research for teachers. New York, Silver, Burdett & co., 1926. 380 p.
- Davis, Mary Dabney. General practice in kindergarten education in the United States. Washington, D. C., National education association, 1925. 155 p.
- Department of superintendence (National education association). Research in constructing the elementary school curriculum. Third yearbook. Washington, D. C., National education association, 1925. 421 p.
- The nation at work on the public-school curriculum. Fourth yearbook. Washington, D. C., National education association, 1926. 520 p.
- Flanders, Jesse Knowlton. Legislative control of the elementary curriculum. New York, Teachers college, Columbia university, Bureau of publications, 1925. 242 p. (Contributions to education, no. 195.)
- Garrison, Charlotte G. Permanent play materials for young children. New York, Charles Scribner's sons, 1926. 116 p.
- Hill, Patty S. The function of the kindergarten. In Report of Department of superintendence, National education association, Washington, D. C., 1926. p. 19-28.
- Kilpatrick, William Heard. Education for a changing civilization. New York, Macmillan co., 1926. 143 p.
- National council of primary education, Hammond, Ind. Bulletin, vol. 20, April, 1927. Supplement to no. 4.
- National society for the study of education. Twenty-sixth yearbook. Part I. Curriculum making: past and present. 447 p. Part II. The foundations of curriculum making. Bloomington, Ill., Public-school publishing co., 1926. 237 p.
- Pechstein, L. A., and Jenkins, Frances. Psychology of the kindergarten-primary child. New York, Houghton Mifflin co., 1927. 281 p.
- Reed, Mary M. Social studies in the kindergarten-first grade. Teachers college record, 28 : 1, September, 1926.
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TRAINING FOR TEACHERS OF KINDERGARTEN-PRIMARY GRADES

It is generally taken for granted that all teacher-training institutions prepare teachers for primary-grade work. It is not generally known what proportion of the institutions combine the preparation for primary-grade teaching with that for kindergartens, nor how many of them offer a separate curriculum for training kindergarten teachers.

Supply and demand, precedent, or modern principles of education seem to determine whether or not the institution offers curricula for kindergarten, kindergarten-primary, or primary teachers. Legislation in certain States gives no encouragement to a community to establish kindergartens, and because the demand for kindergarten teachers in those States may be negligible, many of the training schools offer no such preparatory courses. They follow this traditional course instead of realizing the value of creating demands for primary teachers whose preparation includes kindergarten training and for kindergarten teachers or for those fitted for any of the kindergarten-primary grades.

Educational programs for progressive schools throughout the country are built upon the idea that the beginnings of all learning and habit development are made in the work with young children. Such programs demonstrate the principles of education that call for continuous, uninterrupted development of social and mental habits in children as well as of skill in modes and means of expression and in muscular control. It naturally follows that teachers of children need to know what educational experiences precede and follow the work they carry on in a particular grade and that they should be able to teach any grade in the period of young childhood. From this point of view the preferred teacher-training curricula cover the kindergarten-primary group of grades; while several institutions, chiefly universities and colleges, also prepare teachers for the nursery school. A number of institutions give theory courses and demonstrations in prekindergarten education, but do not train nursery-school teachers.

With these ideas in mind, it is well to know the number and the kinds of institutions giving special courses in kindergarten or kindergarten-primary education, and the length of time required for the completion of the work. Many of the institutions preparing primary-grade teachers but not kindergartners include in the curriculum a theoretical course in "Kindergarten education" and sometimes supplement this with facilities for observing and participating in kindergarten class work.

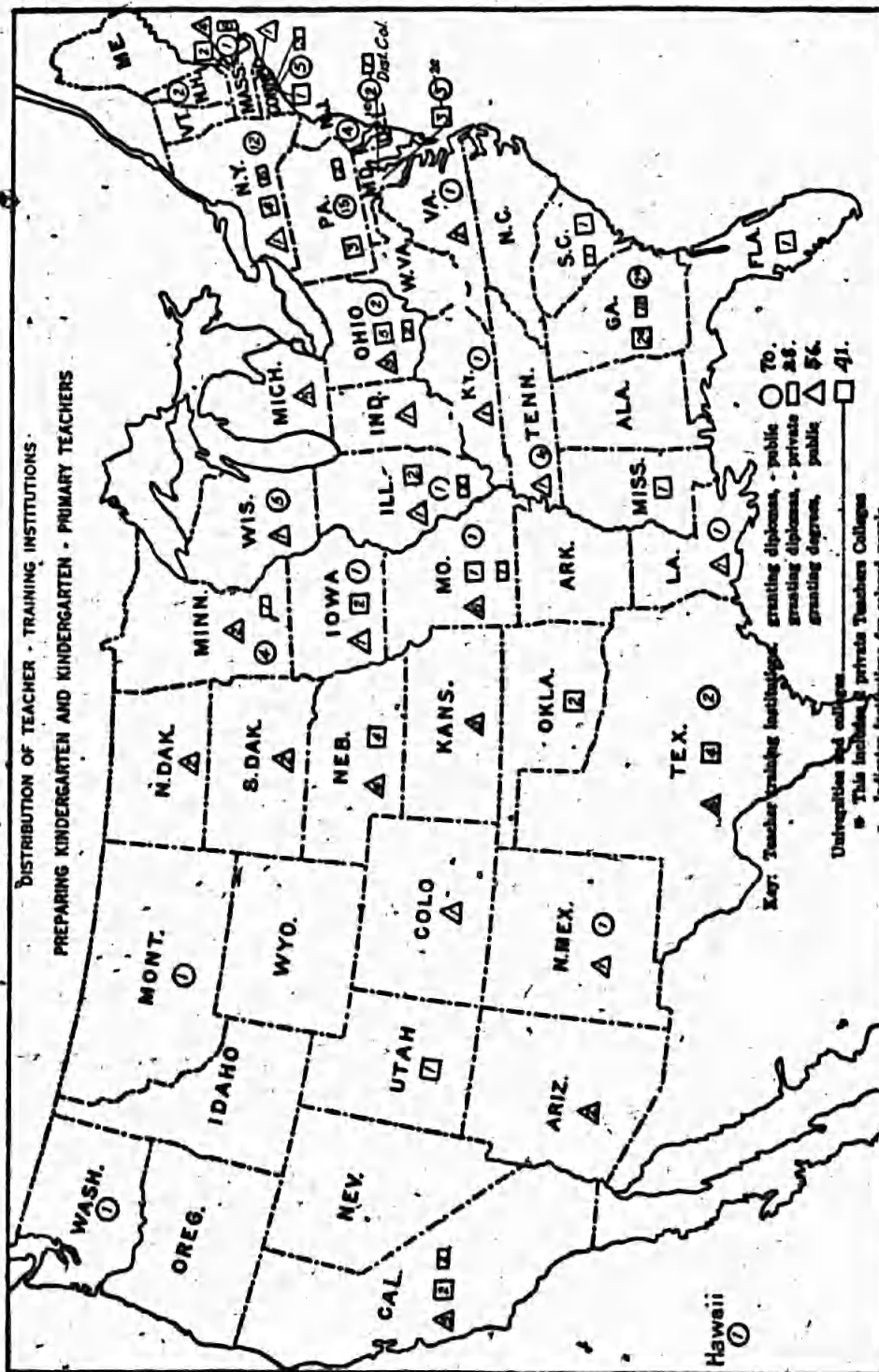


TABLE 6.—*Kinds of institutions and types of curricula offering training for kindergarten and kindergarten-primary teachers, 1926*

Institutions	Institutions reporting	Institutions giving such instruction		Per cent each type of institution is of total number offering this training	Types of curricula offered		
		Number	Per cent		Segregated kindergarten	Combined kindergarten-primary	Nursery-school education as elective course or for teacher preparation
Universities and colleges giving information.....	143	41	28.67	31.0	8	31	17
Teachers' colleges.....	99	56	56.56	28.7	3	53	10
City and State normal schools.....	137	70	51.00	36.0	13	57	6
Private training schools for teachers of young children.....	28	28	100.00	14.3	18	19	18
Total.....	407	195	47.91	100.0	32	100	41

¹ Includes 2 institutions offering combined nursery-kindergarten-primary curricula; also 8 institutions training nursery-school teachers, and 7 offering electives in nursery-school education in addition to kindergarten-primary work.

² Includes 2 private teachers' colleges.

³ Includes 1 school devoted to nursery-school preparation and 1 to Montessori work.

⁴ Includes the school for Montessori training.

⁵ Includes 1 school devoted to training of nursery-school teachers.

The data, given for the year 1925-26, have been obtained from an inquiry issued by the Bureau of Education for the purpose of building a mailing list and from reference to the catalogues of institutions. They give an idea of current practice and offer figures for future comparisons. Colleges and universities listed in Table 6 are among those maintaining a department of education. They include State and municipal universities, women's liberal arts colleges, and two teachers' colleges newly affiliated with Western Reserve and Northwestern Universities. The term "teachers' college" is used to denote the offering of a four-year curriculum above secondary schools which leads to a degree; the term "kindergarten-primary" is used, as suggested above, to denote institutions which offer a combined curriculum, preparing students to teach any of the kindergarten and primary grades. That training of primary teachers is offered in all institutions, either combined with the elementary unit or offered as a special course, is taken for granted and is not considered here.

There are now listed 195 of a possible total of 407 teacher-training institutions located throughout the country which give instruction for kindergarten or for kindergarten-primary teachers; to this list the names of 49 have been added since 1924. Of these 49 institutions, 13 are colleges and universities, 12 teacher colleges, 20 normal schools, and 4 private training schools. It is significant to note that 25 of these additions are institutions which give either a four-year course of study leading to a degree or which give purely graduate work.

The names of 9 institutions have been removed from the list since 1924—1 university, 5 private colleges, 1 teachers' college, 1 normal school, and 1 private training school. These institutions were removed from the list because the only kindergarten work offered is a theoretical course given as a part of the primary grade teacher's curriculum, because of a consolidation with another institution, or because the institution has abandoned teacher-training work.

Due to the variations in the kinds of institutions offering preparation for kindergarten or kindergarten-primary grade teachers, in the types of training courses offered, and in the lengths of the courses offered, the following analysis is made of the 195 institutions referred to above:

KINDS OF INSTITUTIONS OFFERING TRAINING FOR KINDERGARTEN OR KINDERGARTEN-PRIMARY GRADE TEACHERS

Speaking generally, slightly more than half of the normal schools and teachers' colleges training teachers in 1926 offer special preparation for kindergarten or kindergarten-primary teachers. This number does not seem to be in keeping with the generally accepted theory that the education of young children is of paramount importance and that teachers especially qualified to work in this field need to be and are being prepared.

Of 143 colleges and universities having a department of education, 41, or about a fourth, prepare teachers for kindergarten-primary grades, and 17 of these either offer courses in prekindergarten work or (in eight institutions) definite training for nursery school teachers. All but 8 of these 41 institutions make a unit of the kindergarten-primary or kindergarten-elementary grade work. With two exceptions the preparation of nursery school teachers seems to be done on a graduate-student level.

Half of these 41 colleges and universities are in the Southern and Eastern States; 2 are for colored students. Fourteen of these are public State and city universities and colleges, and 27 are private institutions; 7 of them are women's colleges giving the work both for the purpose of equipping students to teach and of preparing them for intelligent participation in the field of parenthood or of social work.

A third of the four-year teacher colleges are in the Great Plains States,* only a tenth in the Eastern States, and the rest are fairly

* Geographical grouping of States: Eastern—Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and Vermont.

Southern—Alabama, Arkansas, Delaware, District of Columbia, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee, Texas, Virginia, and West Virginia.

Great Lakes—Illinois, Indiana, Michigan, Ohio, and Wisconsin.

Great Plains—Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, Oklahoma, and South Dakota.

Western—Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.

evenly distributed among the other sections of the country. None of these are for colored students. Three-fourths of the two-year normal schools and of the private training schools (most of which give but a two-year curriculum) are located in the eastern and southern sections of the country. Five of these institutions are for colored students. Not many years ago there were more private than public kindergarten training schools, due perhaps to the need for creating and maintaining a high or higher type of training for kindergarten teachers than was offered for primary and elementary teachers. The public training schools have now assumed most of this responsibility.

The implication from these figures is that the Western States are increasing the length of their teacher-training curricula more rapidly than the Eastern and Southern States. Furthermore, since all but three of the curricula in teachers' colleges are combined kindergarten-primary curricula these Western States seem to be leading the way in unifying teacher training preparation for kindergarten-primary work.

TYPES OF TRAINING COURSES OFFERED IN DIFFERENT KINDS OF TEACHER-TRAINING INSTITUTIONS

The three types of curricula noted are (1) combined kindergarten-primary, (2) segregated kindergarten, and (3) elective courses in prekindergarten or nursery school education or curricula for training nursery-school teachers. Four-fifths of the 195 institutions offer the combined kindergarten-primary curricula for teacher training, and in addition to this, 11 offer training for nursery-school teachers. Only 32 offer curricula for kindergarten teachers separated from that for teachers of primary or other elementary grades. These segregated kindergarten curricula do not demonstrate the principle of continuity in educational procedure and happily they are in the minority. Most of them are found in the public and private two-year normal training schools. A majority in each of the types of institutions offer combined curricula preparing teachers to carry the work of any of the early elementary grades. This combining is evidence of progress in making kindergarten education an integral part of the schools.

NUMBER OF INSTITUTIONS COMPARED WITH THE NUMBER OF KINDERGARTEN TEACHERS EMPLOYED

A brief study has been made to see if, in the several geographical divisions of the country, there is approximately the same percentage of institutions giving kindergarten and kindergarten-primary teacher training as there is of kindergarten teachers employed.

Any sharp difference in these figures might indicate that the training schools lead the kindergarten educational programs in the field, or that the field takes the lead by establishing kindergartens.

The following comparisons are offered, for geographical divisions of the country, of the number and per cent of all the training institutions offering kindergarten and kindergarten-primary training, of the kindergarten teachers employed, of 4 and 5 year old children enumerated by the census, and of those enrolled in kindergartens. The number of students enrolled in kindergarten-primary departments of the training institutions is not available; so this factor is not considered in the comparisons.

Without considering the size of the enrollments in the institutions or the movement of their graduates from State to State, these figures suggest that the teacher-training institutions of the South are making a decided effort to lead their field toward establishing kindergartens or toward providing kindergarten-primary trained teachers for the primary grades.

In the Eastern and Great Lakes groups of States the field seems to lead the teacher-training institutions by having a larger percentage of kindergarten and kindergarten-primary teachers than of teacher-training institutions. In the Great Plains and Western States the numbers of these teachers prepared and employed seem about even.

The relative number of kindergarten teachers employed in the several groups of States to the number of teacher-training institutions giving kindergarten and kindergarten-primary training is as follows: For each institution there are 74 kindergarten teachers in the Eastern States, 31 in the Southern States, 93 in the Great Lakes States, 56 in the Great Plains States, and 79 in the Western States.

In proportion to their potential task of caring for 4 and 5 year old children registered in the census, the divisions of the country, with the exception of the South, have about the same-sized burden. In four divisions there are from 18,000 to 26,000 children per training school to be cared for by trained teachers, but in the South the task is nearly twice as great, with 40,000 children 4 and 5 years of age per teacher-training institution.

Approximately one-fifth of the children 4 and 5 years of age in the Eastern, Great Lakes, and Western States are enrolled in kindergartens; one-tenth in the Great Plains States, and one-fortieth in the Southern States.

Recognizing the fact that many elements are not here considered, it is still quite possible that more children could have the advantage of kindergarten education through the help of institutions preparing teachers by their guiding thought in this direction.

TABLE 7.—*Geographical distribution of teacher-training institutions giving kindergarten or kindergarten-primary training, of kindergarten teachers, of children of kindergarten age, and of those enrolled in kindergartens*

	East	South	Great Lakes	Great Plains	West	Total
Institutions:						
Number.....	72	39	36	31	17	195
Per cent.....	36.90	20.00	18.46	15.90	8.70	100.00
Teachers (in 1924):						
Number.....	3,348	1,207	3,337	1,741	1,339	12,992
Per cent.....	41.16	9.30	23.84	13.40	10.30	100.00
Number per training institution.....	74.27	30.95	92.35	56.16	78.76	44.00
Children 4 and 5 years of age by census of 1920:						
Number.....	1,302,295	1,581,205	937,039	650,004	377,459	4,848,812
Per cent.....	26.89	32.61	19.32	13.45	7.78	100.00
Number per training institution.....	18,087.40	40,548.60	26,029.40	20,987.20	22,203.50	34,865.95
Kindergarten enrollment (in 1924):						
Number.....	248,752	43,156	179,562	75,113	71,799	618,782
Per cent.....	19.10	2.75	19.16	11.54	19.02	100.00
Number per training institution.....	3,454.90	1,116.80	4,987.80	2,423.00	4,223.40	3,173.30

LENGTH OF TRAINING COURSE

Of the 195 institutions included in this study, 59 give only a two-year course of preparation. At the other end of the line 5 institutions give only graduate work for students who have previously earned bachelors' degrees and 7 offer both a four-year course and graduate work. Among the other institutions 33 offer a maximum of three years of preparation and 91 offer a maximum of four years of preparation, and two of these institutions in Ohio have a plan for six-year cooperative training. These facts further indicate that the institutions offering preparation for kindergarten-primary teachers aim at a high type of professional work.

In States where legal regulations have been enacted to provide for longer courses for teacher training some schools have already made the transition and others are working toward this end as fast as is practicable. Once decreed, the administration of these longer courses needs two or three years of adjustment before they can change satisfactorily from the two-year basis to the three and four year basis.

GENERAL SCOPE OF TEACHER PREPARATION

Opportunities to prepare for educational work are being offered in certain women's liberal arts colleges. An educational department with certain demonstration school facilities is open for the students in the women's liberal arts colleges of Smith, Wellesley, and Bryn Mawr. It is also interesting to know that three colleges for training missionaries include kindergarten-primary teacher training, and that a large number of institutions not listed here give courses in kindergarten subject matter to students registered in primary courses.

Blending of the prekindergarten, kindergarten, and primary work in training courses for prospective teachers of young children is the goal anticipated by many progressive educators.

With the exception of the South, all sections of the country have the advantage of child welfare research centers. Most of these centers are established in universities or colleges and are provided with nursery schools and experimental kindergarten-elementary schools for laboratories. Research workers, teachers of young children, and teachers of child care in departments of home economics are trained in most of these centers.

The influence of the scientific investigations carried on in these child-welfare research units in the fields of mental and physical welfare of young children is being felt by all teacher-training institutions and crystalized in the courses offered in child study and child psychology. A further study is needed to show what these courses cover, and more particularly, what opportunities are provided for observation of the behavior and interests of young children and for participation in the care of these children.

Lengthening the period of initial preparation for teachers, emphasizing the need for studies of children themselves, as well as for the studies of subject matter to be taught, and unifying the work in the education of all ages of young children, presage a wholesome movement toward preparing teachers of a highly professional type for the work with young children.

SOME RECENT PUBLICATIONS IN THIS FIELD

- Myers, Alonzo F., and Beechel, Edith E. *Manual of observation and participation*. New York. American book co., 1926. 203 p.
- Pendleton, Charles S. The content and method of subject matter courses in teachers colleges. *Peabody Journal of education*, March, 1926. p. 273.
- Snyder, Agnes. *An introduction to teaching. A manual for a laboratory course in education*. Towson, Md., The Maryland State Normal School, Bulletin No. 1, vol. 3.
- Subcommittee of the committee on teacher-training, International Kindergarten Union. *Practice teaching. A suggestive guide for student teachers*. Washington, D. C., International Kindergarten Union, 1201 Sixteenth Street. NW.
- Occasional articles appearing in educational administration and supervision, including teacher training, Warwick and York, Baltimore, Md.

TEACHER CERTIFICATION

Rules and regulations for the certification of teachers, issued by the several States in 1925, have recently been examined. This study shows that 30 States issue certificates authorizing holders to teach in the kindergarten or kindergarten-primary grades of the public elementary schools. Two additional States which do not provide for kindergarten teacher certification offer special primary certificates for teachers of the early grades.

Particular attention has been given to determine whether certificates for teachers of kindergarten are classified as "special" or whether kindergartens are regarded as a part of the elementary school unit. A decided tendency toward effecting this unit plan is noticeable. This may be the result of, or influenced by, kindergarten legislation enacted up to January, 1925, or it may be a natural concomitant of such changes in the programs of teacher-training institutions as the lengthened courses of preparation, and the coordination of subject matter offered for teachers preparing for kindergarten or primary-grade work.

The following data show the present legal status of teacher certification for kindergartens and primary grades:

1. Sixteen States offer a certificate covering both kindergarten and primary grades. Eight of these (starred) designate them specifically by name as kindergarten-primary certificates.

Arizona.	Michigan.	Rhode Island.
*California.	Minnesota.	Wisconsin.
Delaware.	*Nevada.	*South Dakota.
*Illinois.	*New York.	*Utah.
*Indiana.	North Dakota.	
Iowa.	*Ohio.	

- a. California provides three types of kindergarten certificates.
- b. Delaware issues an "elementary" certificate to applicants who have completed a two-year kindergarten or primary course in a standard normal school, college, or university. Its use is limited to kindergarten and first three grades.
- c. Indiana permits the holder to teach in kindergarten and first grade. It is interesting to know that a higher grade of certification is required for those who teach kindergarten and first grade than is required for certain other elementary grades. This State also offers a primary certificate valid in grades 1-3.
- d. Iowa also offers a primary certificate.
- e. New York also offers a kindergarten certificate.
- f. South Dakota's certificate is called a primary certificate and covers the kindergarten and first two grades. A special kindergarten certificate is also offered.
- g. Utah issues a certificate designated for teachers of elementary, primary, and kindergarten schools.

2. Fourteen States offer a special kindergarten certificate:

Colorado.	Maine.	Oregon.
Connecticut.	Montana.	*South Carolina.
Georgia.	New Jersey.	South Dakota.
Idaho.	New Mexico.	Texas.
Kansas.	New York.	

- a. Oregon and South Carolina also offer a primary certificate covering grades 1-3.

* See U. S. Bureau of Education Bulletin, 1927, No. 19.

- b. Georgia has provided this certification, but no laws have yet been enacted to sanction the establishing of kindergartens.
 - c. New York and South Dakota also issue certificates covering kindergarten-primary grades.
3. Six States issue a "primary" certificate for teachers of the early grades:

Florida.	Iowa.	Oregon.
Indiana.	North Carolina.	South Carolina.

- a. Florida and North Carolina provide no kindergarten certification.
- b. Oregon and South Carolina also offer "special kindergarten."
- c. Iowa also provides a certificate for teachers of kindergarten-primary grades.

4. Nebraska and Wyoming clearly indicate that they include the license to teach in kindergartens under the general "elementary" certificate.

5. Sixteen States make no mention of a separate certificate for teaching in kindergartens or primary grades, but do, of course, offer a certificate to teach in the elementary grades. Some of these States also offer special subject certificates, as "music, penmanship, physical culture, bookkeeping, or other subjects at the discretion of the State board" (Rhode Island), and it is under this classification that these States may possibly issue kindergarten or kindergarten-primary certificates.

Alabama.	Mississippi.	Vermont.
Arkansas.	Missouri.	Virginia.
Kentucky.	New Hampshire.	Washington.
Louisiana.	Oklahoma.	West Virginia.
Maryland.	Pennsylvania.	
Massachusetts.	Tennessee.	

- a. In all of these States the "elementary" certificate includes permission to teach in the primary grades.
- b. Three of these States, Arkansas, Maryland, and Mississippi, have no legislation for establishing kindergartens.
- c. Massachusetts's certification is governed by local boards.
- d. In the 1920 report of State Laws and Regulations Governing Teachers' Certificates, Bulletin, 1921, No. 22, of the Bureau of Education, it is recorded that Pennsylvania and West Virginia give certification for kindergarten teaching as a "special subject." These provisions do not appear in the 1925 "Rules." Missouri at that time listed teaching experience in kindergarten and primary grades among its optional "scholarship requirements" for a life or five-year certificate. A "special primary" five-year certificate was also issued.

In the near future legislators will need to consider the certification of teachers for nursery schools. The special training being developed for these teachers and the high academic level on which this training is being given should greatly influence the certification requirements established for nursery-school teaching. Ohio and

Pennsylvania are making provision for this certification, and it is reported that the California law may soon be revised to certificate these teachers.

Certificates to general supervisors for primary or elementary grades are issued in nine States: Connecticut, Delaware, Indiana, Maryland, New Hampshire, New Jersey, North Carolina, Utah, and West Virginia.

There is an apparent duplication and overlapping of the teacher certification regulations in many of the States. The data given in this discussion show present regulations and indicate a need for unification and readjustments to keep abreast of the trends in teacher preparation curricula.

GENERAL SUPERVISION FOR KINDERGARTENS AND PRIMARY GRADES

Leadership for teachers and a wholesome amount of unification of the methods, materials, and programs of teaching within a school system are essential. This leadership and unification are provided by supervisors in school systems too large for the superintendent himself to cover all the grades of work.

Units of the school system, defined by the superintendent and for which he delegates supervisors, indicate his educational policies. Originally the first unit so delegated included just the primary grades, and in some of the eastern cities another unit was made of the intermediate or upper elementary grades. When kindergartens were added to these school systems, their methods of teaching varied so greatly from the formal work in the primary grades, and the primary supervisors' preparation and sympathies were so foreign to kindergarten work that separate supervisors were assigned to them. The organization of the junior high school unit is reducing the elementary unit to the kindergartens and the first six grades.

Radical changes have been made during the past few years in the aims and methods of instruction and in the coordination of work among the grades. This coordination has made it possible for a supervisor to be familiar with the general types of work carried on by her teachers with the children in the kindergartens and six grades. Examples of the coordination of work among these grades are found in such outstanding courses of study for kindergarten-primary or kindergarten-elementary grades as those previously mentioned on page 17.

Actual practice in 1926 as to types of supervisory organization in 549 of the cities of the country has been determined. In 338, or 62 per cent, of these cities, kindergartens are accepted as a part of the school system, and 80 per cent of these cities maintain supervision for their kindergartens.

In the group of cities *having kindergartens* and also providing supervision for them, the work is delegated as follows:

Supervision for kindergartens only.....	33
Supervision for kindergarten-primary or kindergarten-elementary grades under one person.....	195
Supervision for kindergarten, primary, and elementary grades in the same system, but under separate supervisors.....	41
Total.....	269

Units of supervision for kindergarten-primary or kindergarten-elementary grades predominate in the cities which have made kindergartens an integral part of their schools. Nearly three-fourths of the school superintendents in these cities have established the policy of organizing their supervision on the unit bases of kindergarten-primary or kindergarten-elementary grades. These data not only substantiate the statements recently made to this effect, but show that the practice is more universal than has been suspected. In proportion to the number of cities concerned this unit occurs more frequently in cities located in States west of the Mississippi River than in the southern and eastern cities. It also occurs more frequently in cities of less than 100,000 population.

In 33 cities the only general supervision provided is for kindergartens. This practice is not confined to cities of any one size, but appears more frequently in States east of the Mississippi River. Seemingly it is a matter of tradition that keeps the kindergarten supervision segregated and under the implication that it requires peculiar consideration.

All modern trends in teacher preparation and in methods of classroom teaching consider that the kindergarten-primary grade child represents a period of childhood in which the use of similar methods and materials of instruction is essential. Differences in the work planned among the grades are matters of *degree* of skill and habit formation to be attained rather than the kinds of subject matter to be included in the educational program. Segregation of kindergarten supervision, then, is out of keeping with modern ideas of education. For the combined unit of work the supervisor must, of course, be thoroughly prepared in training and in experience.

In the group of cities *not having kindergartens* the grade supervision is delegated to supervisors as follows:

Supervision for primary grades only.....	128
Supervision for elementary grades.....	118
Supervision for primary and elementary grades in the same system, but under separate supervisors.....	86
Total.....	290

No grade unit stands out as "common practice" in the supervision of this group of grades. It could easily be inferred that size of school system and tradition or precedent influenced the formation of these units. In the systems having both primary and elementary grade supervisors there are practically no instances in which one or the other is given authority to coordinate the work of both units. In such an organization the two supervisors may cooperate and produce an excellently unified program with their two groups of teachers. There is a danger, however, that two types of work may be carried on within the same system unless the superintendent assumes the responsibility for coordination.

The large cities employing great numbers of teachers necessarily divide their supervisory responsibilities among several people. They provide separate supervision for kindergarten, primary, and elementary grades or for kindergarten-primary and elementary grades. Between the two, practice in city school systems is about equally divided. In either case there is great need for coordination of work. The organization of the elementary unit of schools in Rochester, N. Y., not only cares for this coordination, but seems effectively planned to give immediate help in conveying its ideas of coordination to inexperienced teachers and to those new to the school system. The director of elementary education is responsible for the whole unit of seven grades, kindergarten through the sixth. Assistants are given charge of kindergarten-primary grades and of the upper elementary grades. A number of classroom teachers are kept in readiness to accept assignments for helping less experienced teachers by spending a day or more with them. For a large city such an organization, carefully administered, should produce coordinated and consistent effort among its teaching and supervisory force.

A third section of the lower grade unit is being introduced with the nursery school. In several cities nursery schools are housed and occasionally equipped by the public-school system. Payment of the teacher's salary from public funds is usually not permitted under present laws and regulations. Supervision of these nursery schools is cared for in a number of ways, seemingly determined in each case by the group of people or the department of the school system taking the initiative in organizing the school. These include a philanthropic, privately organized group, a group of research workers, the department of home economics in a high school, and the supervisors of kindergarten-primary grades. The nursery school in its process of development offers an exceptional opportunity for coordinated effort to the groups of workers interested in the physical, social, and intellectual development of children. Only through such cooperation can satisfactory work be effected.

Data for the discussion of types of supervisory organization for kindergarten-primary grades were obtained during the fall of 1926 from 1,977 replies to an inquiry which was addressed to all superintendents of schools. These 1,977 represent 69 per cent of all cities in the country having a population of 2,500 or more.

Two-thirds of the replies came from superintendents of school systems in small cities; four-fifths of these superintendents either assume the responsibility of supervising the kindergartens and elementary grades or delegate it to principals and supervising teachers. The other third of the superintendents replied that they employed general supervisors for these grades, an analysis of which has just been given. The following table gives detailed distribution of the replies which furnished the information for the previous discussion:

TABLE 8.—Types of supervisory organization

DISTRIBUTED BY SIZE OF CITIES

Cities	Replies		Per cent of cities maintaining general supervision for kindergarten and primary grades	Number of each type of supervisory organization						Total
	Number	Per cent of total number of cities		Combined kindergarten-primary or kindergarten-elementary	Separate primary and elementary	Separate kindergarten, primary, and elementary	Only elementary	Only primary	Only kindergarten	
Of 100,000 population or more	68	100	97	31	1	22	3	4	6	66
Of 30,000 to 100,000	176	97	77	63	14	8	21	20	11	137
Of 10,000 to 30,000	428	82	29	54	8	6	45	40	14	167
Under 10,000	1,805	62	14	47	13	8	50	62	2	179
Total	1,977			195	36	41	118	126	33	549

DISTRIBUTED BY GEOGRAPHICAL DIVISIONS

East	696	71	28	65	7	13	33	29	10	157
South	358	58.4	33.5	14	18	3	31	54	4	124
Great Lakes region	452	77	32	61	1	16	35	21	11	145
Great Plains region	272	70	23.8	25	3	7	10	9	2	66
West	199	71	27.7	20	7	2	9	13	6	57
Country as a whole	1,977	69	27.6	195	36	41	118	126	33	549

This analysis of administrative units of general supervision made according to the number of times each type occurs in given city sizes and geographical divisions of the country shows the general trend of educational policies of the superintendents of schools. It does not account for supervisory programs. A worthy study is needed to show what the supervisors are doing to initiate and to perfect with their groups of teachers such methods of classroom management and instruction as will comply with the best practice of the day.

Salaries paid to supervisors in city school systems seem to increase with the age of children or pupils supervised. The comparative difficulties of teaching proper skills and behaviors to children in the first grades or of carrying them through the adolescent period have, so far as we know, never been presented. Consideration of the numbers of pupils to be supervised would not seem to show that kindergarten-primary supervisors who cover an entire city, in which the elementary-grade pupils usually constitute 86 per cent of the total school enrollment, do any less work than high-school supervisors. Arguments for comparing amount of detailed administrative work required of grade and kindergarten-primary supervisors have little data to fall back upon, and the arguments for comparing specialized training required would seem to show little difference in the required preparation for the supervisors of the different age levels of pupils in school systems. From the following figures it would seem desirable to inquire into the reasons for the wide differences of salaries for supervisors of younger children and of older children.

TABLE 9.—Median salaries of supervisory officers for 1926-27¹

Cities	Number of cities	Directors and supervisors of—				
		Kindergartens	Primary grades	Intermediate grades	Junior high school	Senior high school
Of 100,000 population or more.....	59	\$3,233	\$3,317	\$3,600	\$4,600	\$5,750
Of 30,000 to 100,000.....	147	2,750	2,600	2,700	3,700	
Of 10,000 to 30,000.....	298	2,225	2,067	2,583		
Of 5,000 to 10,000.....	374	1,450	2,067	1,950		3,050
Of 2,500 to 5,000.....	557	1,267	2,350			

¹ Figures from Research Bulletin of the National Education Association for March, 1927, salaries in city school systems.

SOME RECENT PUBLICATIONS IN THIS FIELD

- Allen, I. M. Improving the professional status of teachers. University of Chicago. Elementary school journal, February, 1926. p. 430.
- Anderson, C. J., Barr, A. S., and Bush, Mabelle G. The visiting teacher at work. New York, D. Appleton & Co., 1925. 382 p.
- Barr, A. S., and Burton, William H. The supervision of instruction. New York, D. Appleton & Co., 1926. 626 p.
- Blackhurst, Herbert J. Supervision of observation and student teaching in Purdue University. Educational administration and supervision, February, 1926. p. 86.
- Crabbs, Lelah Mae. Measuring efficiency in supervision and teaching. New York, Teachers College, Columbia University, 1925. 98 p.
- Gray, Olive. Making teachers' meetings effective. Elementary school journal, February, 1926. p. 414.
- Simpson, Mabel E. Work of the demonstration teacher and its relation to a program of constructive supervision. Journal of educational method, December, 1925. p. 140.

TEACHERS' PROFESSIONAL ORGANIZATIONS

The two national organizations representing teachers in kindergarten-primary work are the International Kindergarten Union and the National Council of Primary Education. Through the journal *Childhood Education* the interests of nursery, kindergarten, and primary education are presented, and news of activities among members of the two organizations is distributed. On the program of the International Kindergarten Union Convention all three sections of the unit of early childhood education have been presented in the past two years. The same is true of the annual meeting of the National Council of Primary Education, and for the past two years the meetings of the two organizations during the superintendence convention have been combined.

The department of kindergarten education of the National Education Association has now become the department of kindergarten-primary education. In State and local professional organizations there are great opportunities to create closer affiliations of kindergarten and primary work. A study made by the joint committee of the International Kindergarten Union and National Council of Primary Education found that in 18 State teacher associations there are divisions of kindergarten-primary education; in 10 associations there are divisions of primary education and in 10 there are kindergarten divisions, 8 of these kindergarten and primary divisions being in the same States; 3 States have only "elementary" divisions, and from 17 States there were no reports of any divisions representing the interest of kindergarten-primary teachers. Of 175 local teachers' professional organizations reporting, 71 were for kindergarten teachers, 31 for primary teachers, and 73 were for kindergarten-primary and kindergarten-elementary grade teachers. Many of the cities where clubs exist for primary teachers only may not support kindergartens, but there are always primary grades where kindergartens are a part of the school system, and there can seem to be little reason for totally segregating the professional meetings of the two groups of teachers.

SUMMARY

Considering the present interests in professional advancement expressed by teachers of all grades, and the present educational programs for children, for teacher training, and for supervisors in the nursery-kindergarten-primary field, the weight of opinion seems to be definitely set toward a unification program on a high professional plane for the education of young children.

In the light of these facts the description of the elementary school given on pages 11-13 in the fifth yearbook of the department of

superintendence both expresses current practice and anticipates its universal acceptance:

The elementary school comprises the kindergarten and grades 1 to 6, the kindergarten being recognized as the introductory section of the elementary unit. There is also a growing tendency to make provision for children of preschool or nursery age.

This large elementary unit is often broken up into smaller units. To illustrate, the phrase "kindergarten-primary unit" has been used in some teacher-training institutions and in some school systems to designate the period of school life from 4 or 5 to 8 or 9 years. In the few institutions in which the nursery school has begun to function the unit is referred to as the nursery-kindergarten-primary unit. The period is in some places designated as that of early elementary education.

Then follows a discussion of objectives of education similar to those already presented in this report, and the statement continues:

In the effort to attain these objectives it is important that beginning with the nursery-kindergarten-primary unit the subject matter and activities of the curriculum be selected and organized with the idea of providing a continuous and progressive series of experiences adapted at every step to the maturity of the children and to their capacity to assimilate and react to them in highly profitable ways.